

Message Text

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C O N F I D E N T I A L STATE 087324

HOLD FOR OPENING OF BUSINESS

E.O. 11652: GDS

TAGS: PFOR, NATO

SUBJECT: FRG DRAFT PAPER ON BELGRADE PROCEDURES

REF: USNATO 2219; USNATO A-149

1. IN POLADS DISCUSSION YOU SHOULD INDICATE THAT WE FIND
SUBJECT FRG PAPER A USEFUL STARTING POINT FOR ALLIED
CONSIDERATION OF A PAPER ON PROCEDURES WHICH SHOULD BE
TABLED BY A WESTERN COUNTRY AT THE OUTSET OF THE BELGRADE
PREPARATORY MEETING.

2. OUR UNDERSTANDING AT NATO CSCE EXPERTS MEETING
MARCH 22-23 WAS THAT EC-9 INTENDED TO COMBINE FRG PAPER
ON PROCEDURES AND US DRAFT AGENDA, AS MODIFIED DURING
EXPERTS MEETING, INTO A SINGLE PAPER FOR TABLING AT
BELGRADE PREPARATORY MEETING. WE WOULD APPRECIATE CON-
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FIRMATION OF THIS FROM EC-9, AND INDICATION OF WHICH
WESTERN DELEGATION WILL TABLE. WE SEE ADVANTAGE IN
HAVING SINGLE PAPER PRESENTED BY WEST AT OUTSET OF
PREPARATORY MEETING WHICH WOULD COVER ALL MAIN SUBJECTS
WHICH PREPARATORY MEETING WILL HAVE TO CONSIDER. THIS
WOULD INCREASE OUR CHANCE OF STRUCTURING DISCUSSIONS AT

PREPARATORY MEETING IN MANNER FAVORABLE TO WESTERN INTERESTS. SUCH A COMBINED PAPER MIGHT IN EFFECT THEN BECOME DRAFT OF DOCUMENT TO BE ADOPTED AT END OF PREPARATORY MEETING. TO THIS END, WE WOULD SUGGEST THAT FRG PAPER MIGHT ALSO USEFULLY CONTAIN SECTIONS ON OTHER IMPORTANT TOPICS, INCLUDING DATE AND DURATION OF MAIN MEETING, NATURE OF FINAL DOCUMENT AND DRAFTING PROCEDURES. IT MAY NOT BE POSSIBLE TO AGREE ON LANGUAGE FOR THESE SECTIONS UNTIL ALLIES HAVE HAD CHANCE TO DISCUSS SUBJECTS MORE THOROUGHLY, BUT THESE ARE MATTERS WHICH SHOULD BE DECIDED BY PREPARATORY MEETING, AND WE SHOULD INCLUDE PLACE FOR THEM IN DOCUMENT WHICH WE TABLE. SHOULD EC-9 DECIDE AGAINST TABLING SUCH A "COMBINED" PAPER, WE WOULD APPRECIATE ANY INDICATIONS OF INTEREST IN TABLING PROCEDURAL PAPER (PERHAPS FRG PLANS TO TABLE) AND DRAFT AGENDA.

3. YOU SHOULD ALSO SUGGEST THAT, AS SOON AS DRAFT PAPERS FOR MAY MINISTERIAL HAVE BEEN AGREED, POLADS SHOULD CONCENTRATE ON PAPERS TO BE TABLED AT BELGRADE PREPARATORY MEETING, PARTICULARLY DRAFT PROCEDURES AND AGENDA.

4. OUR PRELIMINARY COMMENTS ON FRG DRAFT FOLLOW:

(A) WE BELIEVE PAPER COULD BENEFIT FROM ADDITION OF A BRIEF INTRODUCTORY PARAGRAPH, IN NARRATIVE FORM TO INDICATE HOW IT FITS INTO WORK OF THE BELGRADE MEETING. IN ADDITION, WE WOULD LIKE TO SEE A "COVER SHEET" ADDED, WHICH WOULD EXPLAIN TO DELEGATIONS IN BELGRADE

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THE RATIONALE OF THE DRAFT AS BASED AS CLOSELY AS POSSIBLE ON AGREED PROVISIONS OF THE FINAL ACT AND THE FINAL RECOMMENDATIONS OF HELSINKI, AND ON PROCEDURES EVOLVED DURING CSCE. WE BELIEVE THESE ADDITIONS WOULD AID IN UNDERSTANDING THE PAPER AND SMOOTH THE PATH FOR AGREEMENT AT BELGRADE.

(B) FRG PAPER NOTES, PAGE 2 PARA 3, THAT THERE ARE VARIOUS SOURCES FOR WORKING PROCEDURES. IT IS INCONSISTENT, HOWEVER, IN WAY IN WHICH IT TREATS THOSE SOURCES. SOME OF FINAL HELSINKI RECOMMENDATIONS ARE REPEATED VIRTUALLY VERBATIM; OTHERS ARE INCLUDED BY REFERENCE; SOME GENEVA PHASE WORKING METHODS AND "SILENT PROCEDURES" ARE DESCRIBED, AND OTHERS ARE NOT. WE ARE CONCERNED THAT CONFUSION MIGHT DEVELOP AS TO WHETHER OR NOT FINAL HELSINKI RECOMMENDATIONS AND GENEVA WORKING METHODS OR SILENT PROCEDURES NOT EXPLICITLY MENTIONED IN FRG PAPER (FOR EXAMPLE VARIOUS STAGES OF REGISTRATION

OF LANGUAGE USED BY COMMITTEES DURING GENEVA PHASE) ARE CONSIDERED TO BE STILL VALID FOR BELGRADE. THIS AMBIGUITY MIGHT BE AVOIDED IF FRG PAPER WERE EXAMINED WITH A VIEW TO CUTTING OUT THOSE SECTIONS WHICH ARE INTENDED TO REFLECT EITHER FINAL HELSINKI RECOMMENDATIONS, OR GENEVA WORKING METHODS OR SILENT PROCEDURES. PARAS 4, 14, 20-23, FOR EXAMPLE, ADD NOTHING TO HELSINKI AND GENEVA PROCEDURES. FRG PAPER MIGHT INCLUDE A BRIEF INTRODUCTORY NOTE TO EFFECT THAT, BASED ON PARA 4 OF CHAPTER OF FINAL ACT ON FOLLOW-UP, ALL HELSINKI FINAL RECOMMENDATIONS AND GENEVA WORKING METHODS AND SILENT PROCEDURES ARE DEEMED APPLICABLE EXCEPT WHERE SOME VARIATION IS SPECIFICALLY PROVIDED FOR IN PAPER. FRG PAPER THEN WOULD DESCRIBE ONLY "MUTATIS MUTANDIS" PORTION OF WORKING PROCEDURES.

(C) WE SUGGEST DELETION, AT LEAST FOR TIME BEING, OF CONFIDENTIAL

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PARAGRAPH 16, "PROPOSALS TO THE AGENDA." WE RECOGNIZE THIS IS FRG EFFORT TO DEAL WITH QUESTION OF HOW NEW PROPOSALS WILL BE HANDLED AT BELGRADE. WE ARE CONCERNED, HOWEVER, THAT MEETING COULD TIE ITSELF INTO PROCEDURAL KNOTS IF NEW PROPOSALS HAD TO BE FORMALIZED AND SUBMITTED TO COORDINATING COMMITTEE. THAT PROCEDURE WOULD OPEN WAY FOR DEBATE IN COORDINATING COMMITTEE ABOUT WHETHER OR NOT PROPOSAL WOULD AMOUNT TO AMENDMENT OF FINAL ACT AND COULD RESULT IN BLOCKAGE OF NEW PROPOSALS BY SIMPLE PROCEDURAL DEVICE OF REFUSING TO JOIN CONSENSUS TO REFER PROPOSAL TO A COMMITTEE. WE PREFER A MORE FLEXIBLE PROCEDURE WHEREBY A NEW PROPOSAL COULD BE RAISED AT ANY TIME, FOR EXAMPLE, DIRECTLY IN COMMITTEE AT APPROPRIATE POINT IN COMMITTEE'S WORK. MANY NEW PROPOSALS MIGHT FLOW LOGICALLY FROM AGENDA OF COMMITTEE'S WORK. FOR EXAMPLE, DURING SECOND PART OF WORK ON TRAVEL FOR PERSONAL AND PROFESSIONAL REASONS (EXCHANGE OF VIEWS ON DEEPENING RELATIONS, ETC.) IDEA COULD BE ADVANCED THAT IT WOULD BE DESIRABLE TO REDUCE OR REMOVE MANDATORY CURRENCY EXCHANGE REQUIREMENTS. THIS COULD THEN BE DISCUSSED IN TERMS OF WHETHER OR NOT COMMITTEE SHOULD RECOMMEND LANGUAGE TO THIS EFFECT TO COORDINATING COMMITTEE FOR INCLUSION IN FINAL DOCUMENT. THIS SORT OF MORE FLEXIBLE PROCEDURE WOULD AT LEAST INSURE THAT A NEW PROPOSAL COULD BE DISCUSSED AT APPROPRIATE TIME IN APPROPRIATE BODY, AND IT MIGHT ALSO AVOID SENSITIVITIES INHERENT IN ATTEMPTING TO GET PREPARATORY MEETING TO WRITE IN A SPECIFIC PROVISION FOR HANDLING THEM.

(D) PAGE 1, PARA 2: WE SUGGEST DELETION OF REFERENCE

TO "FUTURE SIMILAR MEETINGS" AND TO "MEETINGS OF EXPERTS TO IMPLEMENT PROVISIONS OF THE FINAL ACT." THESE ARE IRRELEVANT TO TASKS OF BELGRADE. THEIR INCLUSION IN FRG PAPER MIGHT BE CONSTRUED AS DESIRE THAT BELGRADE PREPARATORY MEETING DETERMINE WORKING CONFIDENTIAL

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PROCEDURES THAT WOULD BE APPLIED BY THESE TYPES OF MEETINGS AND COULD BE VIEWED AS PREJUDGING DURING PREPARATORY MEETING ONE OF AGENDA ITEMS FOR MAIN MEETING, NAMELY "DEFINITION OF THE APPROPRIATE MODALITIES FOR THE HOLDING OF OTHER MEETINGS."

(E) PAGE 2, PARA 5: WE SUGGEST DELETION OF THE PHASE BEGINNING "I.E.," WHICH WE REGARD AS INTERPRETIVE AND AS DETRACTING FROM INTEGRITY OF EXISTING AGREED LANGUAGE IN FINAL ACT.

(F) PAGE 2, PARA 7: DELETE. SINCE THERE IS NO PROVISION IN EXISTING CSCE PROCEDURES FOR OBSERVERS, WE WOULD NOT WISH TO OPEN THE DOOR TO OBSERVERS AT THIS TIME. WHILE WE HAVE NO PARTICULAR PROBLEMS WITH THE ECE, SUCH A STEP WOULD BE AN UNDESIRABLE PRECEDENT LEADING TO REQUESTS FOR OBSERVER STATUS FROM OTHER INTERNATIONAL ORGANIZATIONS AND NON-PARTICIPANT STATES.

(G) PAGE 2-3, PARA 8: AFTER "TO DO THE SAME AT BELGRADE IF THEY SO DESIRE," ADD "UNDER THE SAME PROCEDURES FOLLOWED DURING THE GENEVA STAGE OF THE CSCE."

(H) PAGE 3, PARA 9: WE PREFER TERM "COORDINATING COMMITTEE" RATHER THAN "PLENARY" BECAUSE "COORDINATING COMMITTEE" WAS THE TERM USED DURING THE CSCE AND "PLENARY" IMPLIES THAT THERE ARE SOME CSCE BODIES IN WHICH ALL PARTICIPANT STATES ARE NOT REPRESENTED.

(I) PAGE 3, PARA 13: DELETE THE TITLE "RAPPORTEUR," WHICH IS A NEW TITLE AND STATUS WHICH DID NOT EXIST DURING THE CSCE, AND AT END OF SENTENCE ADD: "WHEN INVITED TO DO SO."

(J) PAGE 4, PARA 15: AFTER "(PARA 7 OF FR)" INSERT "IN FORMAL INAUGURAL AND CLOSING SESSIONS OF THE BELGRADE CONFIDENTIAL

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MEETING."

(K) PAGE 4, PARA 16, TITLE: INSERT "RELATING" BETWEEN
"PROPOSALS" AND "TO THE AGENDA."

(L) PAGE 4, PARA 18: CHANGE LAST PART OF FIRST SENTENCE
TO READ "UNLESS THE PARTICIPANTS SO DECIDE." CHANGE
LINE 2-3 TO READ "DURING THE FORMAL INAUGURAL AND
CLOSING SESSIONS REFERRED TO IN PARA 15 ABOVE" (TO
PICK UP PRECISE WORDING OF PARA 80 OF HELSINKI FINAL
RECOMMENDATIONS WHICH STATE THAT "INAUGURAL AND CLOSING
SESSIONS" WILL BE OPEN.)

(M) PAGE 5, PARA 22, LINE 4: CHANGE "OPENING AND
CLOSING STATEMENTS" TO READ "FORMAL INAUGURAL AND
CLOSING SESSIONS." CHANGE "OPENING STATEMENT" TO READ
"FORMAL INAUGURAL SESSION."

(N) PAGE 5, PARA 23, LINE 3: CHANGE "OPENING AND
CLOSING STATEMENTS" TO READ "FORMAL INAUGURAL AND CLOSING
SESSIONS."

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Message Attributes

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